

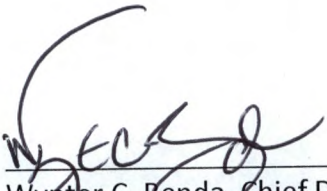


To the Honorable Council  
City of Norfolk, Virginia

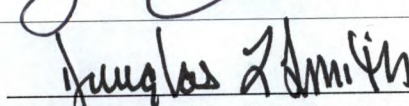
October 24, 2017

From: Christine Morris, Chief Resilience Officer

**Subject:** Acceptance of an Environmental Protection Agency grant for \$300,000 to inventory, characterize, assess, and conduct cleanup planning for brownfields sites

Reviewed:   
Wynter C. Benda, Chief Deputy City Manager

**Ward/Superward:** 2/6 & 4/7

Approved:   
Douglas L. Smith, City Manager

**Item Number:** C-6

I. **Recommendation:** Adopt Ordinance

II. **Applicant:** City of Norfolk

III. **Description:**

This agenda item is an ordinance to approve the acceptance of a grant award of up to \$300,000 from the United States Environmental Protection Agency ("EPA") and to authorize the appropriation and expenditure of the funds to inventory, characterize, assess, and conduct cleanup and re-use planning for Brownfields sites.

IV. **Analysis:**

A brownfield is a property whose future use may be complicated by its legacy use and the potential presence of a hazardous substance, pollutant, or contaminant. The City of Norfolk (the "City") is viewing the redevelopment of these brownfields properties through a resilience lens as we design the community of the future, create economic opportunity, and strengthen neighborhoods. The EPA grant will allow the city to inventory, characterize, assess, and conduct cleanup and re-use planning for underutilized properties. Target areas for the grant focus on coastal areas along the Elizabeth River.

V. **Financial Impact:**

This is a one-time grant award from the EPA. This grant does not require a local cash match. With the award of the \$300,000 grant, it brings the total investment from federal and state agencies to \$650,000 over the past three years for brownfields redevelopment.

VI. **Environmental:**

There is no negative environmental impact associated with this grant.

**VII. Community Outreach/Notification:**

Public notification for this agenda item was conducted through the City's agenda notification process.

**VIII. Board/Commission Action:**

N/A

**IX. Coordination/Outreach:**

This ordinance has been coordinated with the City Attorney's office.

Supporting Material from the Office of Resilience:

- Ordinance
- Project Proposal



**Agenda Overview:**

Acceptance of an Environmental Protection Agency grant for \$300,000 for assessment, cleanup and reuse of selected brownfields sites

If approved, this agenda item will approve the acceptance of a grant award of up to \$300,000 from the United States Environmental Protection Agency and will authorize the appropriation and expenditure of the funds for the city to inventory, characterize, assess, and conduct cleanup and re-use planning for brownfield sites. Approval is recommended.

Doug, please approve text for Agenda Overview

☐ Approved

☐ Approved with changes

*what are the sites?*

**From Department Head to City Manager**

Adoption of this Ordinance will authorize the acceptance and appropriation of a \$300,000.00 Environmental Protection Agency Grant for the city to inventory, characterize, assess, and conduct cleanup and re-use planning for brownfield sites.

9/20/2017 lds

Form and Correctness Approved: *RAP*

By *[Signature]*  
Office of the City Attorney

Contents Approved:

By *[Signature]*  
DEPT.

Pursuant to Section 72 of the City Charter, I hereby certify that the money required for this item is in the city treasury to the credit of the fund from which it is drawn and not appropriated for any other purpose.

*SH 10/3/17*  
*AMS 9/29/17*  
\$ 300,000.00 *2215-41-9291-9291*  
Account  
Director of Finance *[Signature]* 10/3/17  
Date

NORFOLK, VIRGINIA

## ORDINANCE No.

AN ORDINANCE APPROVING THE ACCEPTANCE OF A GRANT AWARD OF UP TO \$300,000.00 FROM THE UNITED STATES ENVIRONMENTAL PROTECTION AGENCY, AND APPROPRIATING AND AUTHORIZING THE EXPENDITURE OF THE GRANT FUNDS.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the acceptance of a grant up to the amount of \$300,000.00 from the United States Environmental Protection Agency is hereby approved.

Section 2:- That the sum of \$300,000.00 in grants funds is hereby appropriated and authorized to be expended if and when made available, for Brownfields sites inventory, assessment, planning of cleanup and for community involvement activities.

Section 3:- That this ordinance shall be in effect from and after the date of its adoption.



**NORFOLK BROWNFIELDS THRIVE**  
**REQUEST FOR EPA BROWNFIELDS COMMUNITY-WIDE ASSESSMENT GRANT**

**1. COMMUNITY NEED**

**a. Target Area and Brownfields**

- i. Community and Target Area Descriptions:** Established in 1682, the City of Norfolk, Virginia is home to 245,000+ citizens, major commercial and industrial activities, the largest U.S. naval base in the world, and one of only two NATO Strategic Allied Command Transformation Headquarters. Bordered by the Chesapeake Bay and the Elizabeth River along the core downtown, Norfolk is a mid-Atlantic coastal city and the third largest port on the east coast – defined by its proximity to water with 144 miles of coastline. While its position on the water drives the economy, Norfolk has struggled for years with routine flooding. A changing climate and rising sea exacerbate these challenges. The region is second only to New Orleans with the largest population at risk from sea level rise. In addition to flooding challenges, vacant brownfield sites, vestiges from Norfolk’s industrial history in shipbuilding, metals, and other polluting activities mar the city’s waterfront. Decades of shifting social and economic patterns have concentrated poverty in these same neighborhoods. 82.9% of residents in the Harbor Park and St. Paul’s neighborhoods live in poverty, with a median household income of \$10,032, and virtually every resident in these areas is an African American living in public or assisted housing. Contaminated brownfields, pervasive poverty, and climate change present serious and urgent challenges for the City of Norfolk. The Hampton Roads Planning District Commission projects that the region could suffer up to \$87 billion of economic and infrastructure damage from climate change by 2050.

The proposed EPA Assessment project seeks to leverage more than \$414.7 million, focusing on 218 acres in four key neighborhoods in the downtown and coastal areas along the Elizabeth River:

- **East Downtown/Harbor Park** is a 50-acre area north of the Elizabeth River cut off from the rest of the community by the elevated, multi-lane Interstate 264. East Downtown, an area of former waterfront industry, is now a largely vacant and polluted brownfield except for the Harbor Park Stadium, home to the minor-league baseball team the “Tides.” This area also has the Harbor Park Station, a multi-modal, regionally connected transit hub linking bus, downtown light rail, and Amtrak service from Richmond up the northeast corridor to Boston – yet there is zero development around this station due to the brownfield conditions. Norfolk has a vision based on years of planning for reinvigorating Harbor Park and the surrounding poverty-ridden neighborhoods with green infrastructure and dense, mixed-use urban development focused around the multi-modal station and connected to the community by the planned Elizabeth River Trail & Greenway.
- **Tidewater Gardens/St. Paul’s Quadrant** neighborhood, a 133-acre area immediately inland of East Downtown and located between business district and Norfolk State University, is one of the poorest places in Virginia. Virtually all its residents live in the sprawling, 1,700-unit, outdated Tidewater Gardens multi-family public housing, cut off from surrounding areas by unsafe streets prone to flooding. In 2011, HUD awarded the Norfolk a Choice Neighborhoods Planning grant to identify ways to improve the conditions for low-income and public housing residents through a variety of revitalization approaches. Currently, the City is attempting to turn around this struggling neighborhood by repurposing the **Church Street Postal Processing Facility**, one of the largest buildings in downtown Norfolk with 805,000 square feet on 18.5 acres, which is targeted for closure by the U.S. Postal Service in the recent postal consolidation. Norfolk seeks to work with USPS and prospective redevelopers to assess the environmental conditions of the site and explore productive reuse options and much-needed opportunities for business and education.
- The 30-acre **Fort Norfolk** and surrounding **Ghent Neighborhood** area is one of the most strategically-located, waterfront urban revitalization sites in the region. Fort Norfolk is adjacent to primary roadways, stable neighborhoods, large employment centers, a regional hospital and



medical school, public transit, and a highly-valued waterfront. The Urban Land Institute joined with the city to call for revitalization of Fort Norfolk comprised of a “Waterfront Resilience Zone” with green infrastructure, parks, and transit-oriented development around the Tide Transit Station. Yet, key parcels for revitalization in the area have been the location of 100+ years of industrial activities resulting in potential contamination that needs to be assessed.

- The **South Elizabeth River Waterfront** is an area of long-time industrial uses. Norfolk seeks to move forward on at least two sites targeted for revitalization, totaling approximately 5-acres, including a vacant waterfront property at the foot of the Campostella Bridge and a site on Wilson Road adjacent to a major community park envisioned as a future library.

These communities are central to Norfolk’s future, not only due to their alarming economic distress and anticipated coastal changes, but also the best prospects for growth and revitalization. Norfolk was recently named one of the Rockefeller Foundation’s 100 Resilient Cities, and the City established a new Office of Resiliency, installed a new Chief Resilience Officer and staff, and engaged in “Dutch Dialogues” with resilience officials from the Kingdom of the Netherlands to seek solutions to the challenges from our waters. Since 2014, Norfolk has played a key role in sharing Virginia’s holistic regional resiliency approach, thRIVE. In 2015, the city launched its transformative resiliency strategy, working at the neighborhood level to ensure that Norfolk’s communities continue to thrive for the next century. Nowhere is this more critical than along the downtown Elizabeth River waterfront, which was built atop two major creek inlet systems filled centuries ago and are the most flood-prone areas of the city. Norfolk’s proposed target brownfield and community revitalization areas are in the heart of these vulnerable spots.

A critical step in Norfolk’s transformation is the resilient revitalization of the city’s waterfront brownfield sites. Using the brownfield sites as a laboratory, the City plans to prove how nature-based resilience can drive economic growth with green infrastructure, constructed wetlands, and flood protection to catalyze revitalization in a neighborhood where many public housing units have concentrated poverty. This will spur new public and private investment for mixed-income, mixed-use, and transit-oriented development. Most recently, Norfolk’s commitment to revitalization and resilience was recognized by U.S. EPA and by the Virginia Department of Environmental Quality (VDEQ) to address Norfolk’s brownfields challenges. Below is a detailed description of the targeted brownfields sites, assessment needs, and Norfolk’s climate-smart brownfields strategy.

## ii. Demographic Information and Indicators of Need:

U.S. Census, 2011-2015 ACS 5-Year Estimates	Census Tract 48*	Census Tract 49**	City of Norfolk	Virginia	National
Population	1,212	4,338	245,452	8,256,630	316,515,021
Unemployment	17.8%	2.3%	6.2%	4.2%	5.2%
Poverty Rate	82.9%	15.7%	21.0%	11.5%	15.5%
Percent Minority	99.7%	41.4%	55.9%	36.6%	37.7%
Did Not Graduate HS	33.7%	14.7%	13%	11.7%	13.3%
Under 5 Years Old	15.9%	2.3%	6.9%	6.2%	6.3%
Owner Occupied Housing	0%	27.3%	43.5%	66.2%	63.9%
No Vehicle Available	63.2%	4.2%	12.4%	6.4%	9.1%
SNAP Households	62.3%	0.9%	17.4%	9.7%	13.2%
Median Household Income	\$10,032	\$71,636	\$44,480	\$65,015	\$53,889
Per Capita Income	\$5,143	\$44,873	\$24,657	\$34,152	\$28,930

\*Census Tract 48: Harbor Park, St. Paul’s Quadrant, South Elizabeth River Waterfront

\*\*Census Tract 49: Fort Norfolk and Ghent Neighborhood



iii. **Brownfields and Their Impacts:** The proposed community-wide brownfields assessment targets properties along the Elizabeth River and the center of the community, all within Census Tracts 48 and 49 and the neighborhoods described above. Norfolk estimates up to 50 properties are vacant, underutilized, or potentially polluted in this area from legacy uses, including heavy waterfront industrial uses, gas stations and leaking underground storage tank uses, historic filling of creeks and inlets with a variety of materials, and landfills. If awarded funding, Norfolk will continue community, landowner, and prospective purchaser engagement to identify priority brownfield sites for assessment and reuse planning. The City has identified key properties that will be integral to revitalization, based on the compelling needs in these neighborhoods. Yet these prospective and identified sites are hindered by potential contamination and require assessment. Such sites include:

- **East Downtown/Harbor Park:** Once the location of the Newton's Creek inlet from the Elizabeth River, this area was filled over past decades and centuries with rubble and debris. Comprised of 18 parcels on ~50 acres, it has an extensive history of development and potential hazardous material use. The former Elizabeth Iron Works and Virginia Iron Works operated metal foundries, machine shops, and boiler shops at the Site from 1887 through 1910. Other uses of the property have included, retail, residential dwellings, a machine and boiler shop, steel manufacturing, cutting and welding, and a rail yard. During the late 1980s, the remaining buildings were razed and by the early 1990s, the site became a gravel parking lot and home to the Harbor Park Stadium for minor-league baseball and other special events. Initial assessments conducted in the past decade note remaining chemicals associated with metals manufacturing, casting and storage, PCBs from past electric transformers, contamination in 20-feet of fill, and significant amounts of creosote timbers on collapsed docking facilities lining a half-mile of degraded shoreline around the site. Most recently, the Weston Solutions Inc. Targeted Brownfields Assessment report found VOCs in soil samples and subsurface arsenic, chromium, cobalt, iron, manganese, nickel, cyanide, aluminum, and SVOCs exceeding the Virginia Tier II concentrations for unrestricted use.
- **Tidewater Gardens/St. Paul's Quadrant:** Centuries of fill material was deposited here to cover Newton's Creek, before industrial activities were placed, removed, and replaced by the sprawling public housing complex in the neighborhood, now raise contamination concerns. The housing communities at Tidewater Gardens, Young Terrace, and Calvert Square all have 10,000-gallon fuel tanks as a back up to natural gas. This area also includes the closing 805,000-square foot Church Street Postal Facility, where past industrial uses, asbestos, and other concerns hinder planned reuse of this site for technology incubation and a STEM-focused school. Substantial environmental due diligence and assessment work must be conducted here before green infrastructure and mixed-use development with public facilities can be designed and incorporated.
- **Fort Norfolk:** Until recently, this historic waterfront area and a key transit hub surrounded by the vibrant downtown has been an industrial zone with a variety of shipbuilding, fish processing, and boatyard uses. Soil and groundwater testing for VOCs, SVOCs, PCBs, cyanide, and metals is necessary. These have prompted concerns about hazardous materials and petroleum contamination that may hinder Norfolk's vision to reuse this area for dense, mixed-use and high-rise residential development including senior living complexes. Additional assessment work will support the private sector in moving forward on these catalytic projects and the City's development of a Waterfront Resilience Zone and Living Shoreline.
- **South Elizabeth River Waterfront:** This area has heavily concentrated waterfront uses including shipyards, port facilities, fueling depots, and industrial buildings. The two brownfield properties initially targeted in this application include a 2.5-acre portion on Wilson Road and another 2.5-acre waterfront site near the Campostella Bridge, with former uses including 100-years of filling stations, auto body shops, and used car sales and storage, potentially resulting in petroleum and hazardous waste contamination. Adjacent to the Riverside Memorial Park and surrounded by low-



income neighborhoods, Norfolk envisions these city-owned properties as a library and waterfront redevelopment, but it must assess and address any environmental issues before moving forward.

**b. Welfare, Environmental, and Public Health Impacts**

- i. Welfare Impacts:** High poverty, crime, and unemployment greatly hinder quality of life in Norfolk. Redevelopment, flood prevention, and reducing health and safety hazards are key to rehabilitating Norfolk's most distressed residents. Norfolk's population steadily declined from 306,779 in 1970 to its low of 233,333 in 2009, with only a slight increase since. In 2016, Norfolk ranked 28<sup>th</sup> in the top murder capitals of the U.S. and 3<sup>rd</sup> among cities in Virginia, with 12.67 murders and 523 violent crimes per 100,000 people. With a more densely populated and proportionally more African American population than Virginia overall, Sentara Norfolk General Hospital found that Norfolk suffers from higher rates of non-marital births, teen pregnancy, infant mortality, heart failure, diabetes, and adult asthma than Virginia per 100,000 people, compounding challenges of poverty in communities plagued by brownfields. A lack of trails and development around the Harbor Park station precludes job and retail opportunities from being more accessible.
- ii. Cumulative Environmental Issues:** The neighborhoods targeted for brownfields revitalization have major cumulative environmental issues and environmental justice concerns. As the industrial, port, and military hub for the nation, there are many potential threats to human health and the local environment. The EPA's EJSCREEN tool and nationally-consistent EJ index, ranks Norfolk residents in the 99th percentile in EPA Region 3 for the worst proximity to NPL sites, 99th worst proximity to water pollution discharges, 99th worst for proximity to traffic proximity and volume, 96th for ozone pollution, 95th for fine particulate matter pollution, 95th for lead paint exposure, 94th for proximity to facilities regulated for air toxics emissions, and 85th for proximity to hazardous TSD facilities. Per the EPA EnviroFacts database, there are just under 700 sources of regulated air, toxics, waste, and water pollution in the Norfolk, including 151 regulated air pollution sources with 10 major sources, 614 facilities handling hazardous waste with 26 large quantity generators and one major TSD facility, 19 facilities that reported toxic releases in the past year, and 24 individually permitted NPDES dischargers. A number of Superfund site operable units with major soil and groundwater contamination are at the nearby Norfolk Naval Shipyard.

Furthermore, as already described, Norfolk and its brownfield target areas are some of the most vulnerable areas in the nation and world for social, physical, and economic challenges due to climate impacts. The Hampton Roads area where Norfolk is centered is the most vulnerable place on the Atlantic seaboard for impacts from rising sea level and flooding, and Norfolk is the most vulnerable population in the nation behind New Orleans. Seven of the ten worst regional storms since 1933 have occurred in just the past decade, with major storm surges take place every four to five years. NOAA's Climate Central model shows a greater than 50% chance that the region will experience flooding exceeding five feet of the high tide line by 2030-40. In Norfolk, those most impacted by this flooding will be people who are medically fragile, financially unprepared, and socially disconnected, putting them at higher risks during disasters. Moreover, the Hampton Roads Planning District Commission projects that up to \$87 billion of economic harm from climate impacts and flooding could impact the region by 2050, with up to 877 miles of roads and other infrastructure permanently or regularly inundated. Sandia National Laboratory estimates that up to \$45 billion in lost national GDP and 314,000 jobs could be lost here due to climate change.

Norfolk's long-term brownfield effort will be about climate-smart brownfields and much-needed green infrastructure approaches in these potentially contaminated sites. This community-wide brownfields assessment is a crucial piece of a broader resilience strategy that prioritizes reducing inequities in vulnerability and capacity to adapt to climate change.



**iii. Cumulative Public Health Impacts:** Brownfields in Norfolk also pose serious health risks. 31 of 80 census tracts in Norfolk are considered medically underserved areas. Per the National Cancer Institute database, Norfolk ranks 7th highest out of 133 Virginian counties and independent cities in the average annual count of cancer incidents. The Sentara Norfolk General Hospital also reported that its study region of Norfolk had a higher rate of congestive heart failure, diabetes, and adult asthma than Virginia per 100,000 people, all of which are exacerbated by water, soil, and air pollutants. Initial assessments of the target sites have revealed contamination and hazardous materials in the soil and groundwater exceeding applicable Virginia Tier II Screening Concentration for Unrestricted Use, including:

- **Volatile organic compounds (VOCs)**, which ATSDR, EPA, and other studies have indicated that toxic compounds found in petroleum fuels including benzene, toluene, xylene, and ethylene dibromide, can result in low birth weights, delayed bone formation, and bone marrow damage.
- **Semivolatile organic compounds (SVOCs)**, which the Center for Children's Environmental Health affirms that PAH exposure in pregnancy can cause adverse birth outcomes, such as low birth weight, premature delivery, and heart malformations and is linked with childhood asthma and lower IQ.
- **Polychlorinated biphenyls (PCBs)**, which impacts on particularly vulnerable populations (pregnant women, children, and the elderly) include respiratory issues, weakened immune systems, kidney and liver damage, alteration of genetic material, lung cancer, and death.
- **Creosote**, which EPA and ATSDR have determined is a probable human carcinogen and pollutant that can cause skin and eye irritation and liver and kidney impacts. Exposure may cause birth defects.

In 2003 and 2011, Hurricanes Isabel and Irene respectively devastated Norfolk and Hampton Roads, severely impacting low-income, minority neighborhoods already overburdened by an unfair share of toxic pollution and health concerns. Extreme weather events become more potent in a changing climate, which poses even greater risks for communities like Norfolk along industrial areas with contaminated sites. Concentration of contaminants in soil surrounding industrial sites and brownfields rises significantly following flooding incidents. Strong hurricane winds cause significant damage by disrupting contaminated soils, moving waste barrels long distances, or damaging protective liners covering unsafe toxic waste dumps. Flooding can dislodge buried waste, displace chemicals stored above ground, and spread contamination in soil. EPA assessment funding will enable the City to assess strategic sites in Norfolk and plan for redevelopment that uses flood-proofing technologies, natural buffers and green infrastructure, and public access open space to improve livability and increase the community's capacity to recover from future shocks and stresses. Norfolk continues to be concerned about the environmental and human health impacts of toxins and contaminants released and dislodged by flooding and storms.

**c. Financial Need**

- i. Economic Conditions:** Norfolk is one of the most distressed communities in Virginia and is labelled "High Stress" by the state's Commission on Local Government. The City's overall poverty rate is almost twice the level of Virginia. As noted above, the area where all the target brownfield sites are located (except Fort Norfolk) has extraordinary poverty reaching 82.9%, with per capita income at only \$5,143, median household income at only \$10,032, and unemployment at an alarming 17.8%. Virtually every resident of the targeted neighborhoods is African American and lives in public or assisted housing. Brownfields in the Harbor Park area have hindered redevelopment around key transit gateways. Norfolk has been emerging from the Great Recession more slowly than the rest of Virginia, based on job growth and wage growth. Since 2008, there were over 6,080 jobs lost in mass layoffs and plant closures in Norfolk, based on Virginia Workforce Network's compilation of WARN Act notices, predominantly in military and shipping industries. Moreover, both tax revenues and the city-approved Capital Improvement Project budgets have dropped precipitously since 2008, with an estimated 57% decrease from 2017 to



2018. These decreasing city and capital budgets and repair backlogs heavily limit Norfolk's ability to fund brownfield activities, making EPA support critical to the city's economic revitalization.

- ii. **Economic Effects of Brownfields:** The City's targeted project areas, particularly the bulk of brownfields in vulnerable Census Tract 48, have higher poverty, lower incomes, higher percentage on SNAP, fewer mobility options, and higher unemployment than the rest of the city, state, and nation. The core areas of brownfields, blight, and climate-vulnerability in Norfolk correlate very closely, based on decades and even centuries of historic, cultural, and economic forces, compounding this devastating economic distress in Tract 48. Community revitalization and redevelopment is desperately needed, as many residents see no end to economic hardship in sight. The leadership, institutions, and key stakeholders driving programs and decisions in Norfolk (including local, regional, state, and federal officials) have made the revitalization and improvement of these areas a top community priority. Hundreds of millions of dollars of public and private funding is slated for these areas to improve livability, equity, environmental justice, and climate and economic resiliency – but Norfolk must first overcome potential contamination and barriers. This magnitude of redevelopment will also yield substantial property tax revenue for further investing in Norfolk's infrastructure and community priorities.

## 2. PROJECT DESCRIPTION AND FEASIBILITY OF SUCCESS

### a. **Project Description, Timing, and Implementation**

- i. **Project Description and Alignment with Revitalization Plans:** The Norfolk Brownfields Thrive initiative will conduct environmental assessments and reuse planning that is essential to revitalizing the previously mentioned distressed and blighted neighborhoods marred by contamination and brownfields (see pages 1-2 for project areas). Norfolk plans to implement a bold effort to restore historic water inlets and deploy innovative green infrastructure to address the terrible flooding and vulnerability that plague the downtown. Along this resilient shoreline, Norfolk and the private sector will build a substantial mix of urban, transit-oriented development around multimodal hubs; LEED and green buildings; the Coastal Resilience Laboratory & Accelerator Center; a STEM education center; an incubator for resiliency technologies and businesses; a community library; a system of waterfront parks; and new bicycle/pedestrian trail connections to connect these existing neighborhoods. Enabling redevelopment around key transit hubs will support residents regardless of income level. If funded by EPA with this Community-Wide Assessment grant, resources would be used for the following:
  - **Environmental Assessments:** Norfolk would conduct assessments at East Downtown/Harbor Park at parcels among the 18 tracts that not fully assessed with TBA or VDEQ funds, including the collapsed docking facilities lining the shoreline, parcels needed for construction of the Elizabeth River Trail & Greenway to connect this area, and the potential site of the headquarters for the Elizabeth River Project. Assessments will be conducted at the dilapidated public housing and closing postal facility in the St. Paul's Quadrant, at sites in Fort Norfolk, and at the targeted sites on the South Elizabeth waterfront. Resources will be devoted to working with property owners on site agreements and supporting prospective purchaser efforts to comply with All Appropriate Inquiries and ASTM standards and requirements. Norfolk will work with EPA Region 3 to conduct remedial planning activities at prospective sites for redevelopment, which may involve entry and participation in the VDEQ voluntary remediation program (using EPA assessment resources, only as appropriate, on eligible VRP uses). These activities will involve the procurement and management of environmental professionals. 52% of the grant request and 77.5% of assessment activities funding will be used for conducting Phase II assessments.
  - **Reuse & Resilience Planning:** Although Norfolk has already conducted some community collaboration and expert consultation on potential reuse scenarios for these targeted brownfields, much remains to be done. The major digging and re-channelization of water from storm surges, flooding, and urban stormwater will almost certainly involve major intrusions into contaminated



soils on these centuries-old industrial and creek fill areas. Deploying green infrastructure on brownfields is a difficult technical task, which cannot be conducted without fully characterizing and delineating hazardous and petroleum contamination in the target areas for resiliency infrastructure. Likewise, major residential and commercial redevelopment cannot and should not be done without requisite planning. Norfolk intends to use its assessment funding to support reuse planning to integrate remediation with revitalization, without which many neighborhood plans would be stalled due to contamination. The City is hopeful that it will receive 2017 EPA Area-Wide Planning support, which would further leverage this critical assessment funding.

- **Community Engagement, Outreach & Integration:** Norfolk will also use EPA funding and local leverage to continue and expand engagement with the impacted neighborhoods including public housing residents, landowners, and potential developers, and the 90+ organizations involved in Norfolk's resilience and brownfields activities. This will include expanding and convening the "Norfolk Brownfields Task Force," which has been formed already for this initiative, and community-driven efforts to identify and prioritize additional sites for brownfield assessment work. Resources will be devoted to additional community outreach, as detailed below. Norfolk is also leveraging major projects using multiple federal, state, and philanthropic sources on infrastructure, development, and resilience efforts, and thus the city will use brownfields funding to ensure integration with these other urban revitalization resources and efforts.

This effort aligns clearly with the land use and revitalization plans of Norfolk, the Hampton Roads Planning District Commission, and Virginia to integrate equitable, transit-oriented, and mixed-use development as well as sustainable infrastructure into Norfolk. These include the plan Norfolk 2030 master plan ([www.norfolk.gov/index.aspx?nid=1376](http://www.norfolk.gov/index.aspx?nid=1376)); the Fort Norfolk plan developed by the community and Urban Land Institute (<http://norfolk.gov/index.aspx?NID=3126>); the Norfolk 100 Resilient Cities plan (<http://nfkresilientcity.org/>), and Virginia's "thRIVE: Resilience in Virginia" plan ([www.dhcd.virginia.gov/images/resiliency/Thrive.pdf](http://www.dhcd.virginia.gov/images/resiliency/Thrive.pdf)).

## ii. Timing and Implementation:

Activity	Year 1				Year 2				Year 3			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Grant Management	X	X	X	X	X	X	X	X	X	X	X	X
Expand Task Force	X											
Task Force Meetings	X	X	X	X	X	X	X	X	X	X	X	X
RFP for Qualified Consultants		X										
Hire Qualified Consultants			X									
Community Meetings		X	X					X	X			X
Site Selection & Prioritization				X	X							
Negotiate Access Agreements					X	X						
Phase I & Phase II Activities						X	X	X	X	X		
Cleanup & Reuse Planning									X	X	X	
Project Closeout												X

**Grant Management:** Environmental Protection Manager Denise Thompson of the City of Norfolk will serve as the project manager throughout the project period. Denise has managed federally- and state-funded projects, and is experienced with brownfields redevelopment activities (see Section 5.a.)

**Norfolk Brownfields Task Force (NBTF):** Norfolk will expand the already-formed NBTF, and ensure its collaboration with the 90+ member Resilience Task Force. Denise Thompson will manage and support the NBTF, which will continue to meet immediately upon project award and at least quarterly thereafter. Key NBTF roles include helping develop selection criteria for assessments of potentially contaminated sites, maintaining and growing the contact list, and undertaking public outreach.

**Procuring Qualified Consultants:** The project manager will procure environmental and planning consultants upon project award to support community engagement activities, conduct Phase I and



Phase II assessments, and develop cleanup and reuse plans.

**Community Meetings:** Community meetings will begin in the middle of Year 1, preceding and informing site selection. Additional events will occur at the end of Year 2 to prepare for the cleanup and reuse planning process. A final public meeting will be held after the project to review accomplishments and outline additional steps being taken with the assessed sites.

**Site Access:** The project manager and consultants will work with private property owners at the beginning of Year 2 to negotiate access agreements. Access agreements will enable the project team to discuss all issues and concerns with landholders up front.

**Assessments:** Following site selection and formal agreements with landowners for property access, environmental consultants will initiate Phase I and Phase II assessments.

**Cleanup & Reuse Planning:** The team will work with its consultants after the completion of Phase I and II assessments to determine feasible cleanup and reuse planning options.

**Site Selection:** The project team and Task Force will develop a set of criteria to identify and select sites. Site selection, initiating at the end of Year 1, will weigh the public health threat, community support, willing property owners, redevelopment opportunities, and other criteria listed below. The 218 acres and 24 parcels that are previously identified as brownfields with potential contamination have been selected based upon years of public-private collaboration to address the most vulnerable, blighted, and polluted places in the community and are central to Norfolk's equitable development and resilience goals. Strategic sites have been identified based on location and community need, size, capacity for redevelopment, impact for climate resilience, ability to spur economic development, potential to improve quality of life, ownership, and adequacy of infrastructure, transportation systems, and utilities.

With EPA Brownfields support, Norfolk will be able to refine and prioritize assessment activities to take place in these targeted sites. The City will also work with the NBTF and community to identify and prioritize other potential sites using the following criteria: redevelopment potential; alignment with resiliency efforts; protection of public health; nuisance resolution; tax base impacts; possible interested buyer; capacity to unleash further revitalization; ability to create jobs for neighborhood residents; likeliness to negotiate site access agreements with willing property owners; and potential to leverage state and federal resources for cleanup and revitalization. Any land the City must acquire for public right of way and green space will be used as a starting point for selection. Community support is also essential. Residential and business stakeholders will be asked to nominate sites for assessments and encouraged to attend public meetings to provide input and share feedback. Ultimately, site selection will be viewed through the lens of whether that site assessment will advance Norfolk's vision for a sustainable, resilient, equitable, prosperous, and livable community.

## **b. Task Descriptions and Budget Table**

### **i. Task Descriptions:**

**Task 1 – Cooperative Agreement Oversight & Brownfields Conferences (\$10,300):** The budget funds grant management and execution. However, Norfolk will not charge the EPA for personnel, fringe, or indirect costs, which the City will contribute as in-kind leverage (\$10,000). Travel expenses (\$3,700 for flights, driving, hotels, and meals) are set aside for two staff members (including the Project Manager) to attend two EPA national brownfields conferences and two regional brownfields conferences during the project period to learn best practices and identify ways to leverage EPA resources. Limited expenses (\$300 each for hazardous substances and petroleum) are budgeted for office supplies and other expenses. Consultant fees of \$6,000 (\$3,000 each for hazardous substances and petroleum) will support tracking compliance obligations and supporting Norfolk in fulfilling compliance obligations including quarterly reporting, ACRES data entry, and other requirements.

**Task 2 – Community Outreach & Involvement (\$17,600):** The budget supports engagement with residents, businesses, organizations, and others for both hazardous waste and petroleum sites. The City will connect with the community through public meetings, neighborhood association gatherings,



newsletters, dedicated web sites, social media, print materials, and other outreach strategies. Norfolk will strengthen the NBTF that already includes diverse stakeholder participation. The City will also build on the successful foundation from the Making a Visible Difference in Communities assistance recently received. Team members will be responsible for negotiating site access with property owners. Staff time (\$1,600) will be donated in-kind and \$16,000 will fund consultants (\$8,000 each for hazardous substances and petroleum) to manage outreach and produce information for residents, community groups, property owners, and businesses. Funding will also support meeting expenses such as promotional materials (\$200), facility costs (\$600), audio-visual equipment rentals (\$200), and other expenses (\$600) to support this task (each split for hazardous substances and petroleum).

***Task 3 – Brownfields Assessment Activities (\$205,500):*** Activities include carrying out primarily Phase II site assessments, including procurement of consultants; refinement and finalization of rating/ranking criteria; rating/ranking of sites; follow-up planning/technical assistance on sites (tax records, mapping, past studies); preparation for a comprehensive QAPP for all sites; and preparation of Sampling and Analysis Plans and Health and Safety Plans as needed for Phase II Assessments. These assessment activities will include conducting All Appropriate Inquiries by the City at the contaminated sites for stormwater, public works, and public facilities projects, and assessments at other targeted brownfield sites within the targeted brownfields area. Since brownfield sites vary in size and complexity, Norfolk estimates it will conduct up to 6 hazardous substance and 4 petroleum contamination Phase I assessments (ranging from \$2,500 - \$7,500) and up to 7 hazardous substances and 4 petroleum contamination Phase II assessments (ranging from \$15,000 - \$35,000). Over 77% of funding for assessment activities will be focused on Phase II assessments. These activities will be conducted by qualified environmental professionals (\$145,000 for hazardous substances and \$60,000 for petroleum). Grantee staff will be donated (\$8,000). Limited expenses (\$250 each for hazardous substances and petroleum) are budgeted for office supplies and other related costs.

***Task 4 – Site Reuse & Cleanup Planning (\$66,600):*** Funding will support remedial and reuse plans (\$40,000 for hazardous substances and \$25,000 for petroleum) developed by qualified land use, environmental professional, reuse and resilience experts and other consultants. The City will donate \$8,000 in-kind to manage planning activities. Funding will also support meeting expenses such as promotional materials (\$200), facility costs (\$600), audio-visual equipment rentals (\$200), and other expenses (\$600) to support this task (each split for hazardous substances and petroleum).

**ii. Budget Table:**

Category	Task 1: Cooperative Agreement	Task 2: Community Outreach	Task 3: Brownfields Assessments	Task 4: Site Reuse Planning	TOTAL
<b>Hazardous Substances – Project Tasks</b>					
Personnel	In-kind	In-kind	In-kind	In-Kind	\$0
Fringe Benefits	\$0	\$0	\$0	\$0	\$0
Travel	\$1,850	\$0	\$0	\$0	\$1,850
Equipment	\$0	\$0	\$0	\$0	\$0
Supplies	\$300	\$300	\$250	\$300	\$1,150
Contractual	\$3,000	\$8,000	\$145,000	\$40,000	\$196,000
Other: Meeting Expenses	\$0	\$500	\$0	\$500	\$1,000
<b>SUBTOTAL</b>	<b>\$5,150</b>	<b>\$8,800</b>	<b>\$145,250</b>	<b>\$40,800</b>	<b>\$200,000</b>
<b>Petroleum Contamination – Project Tasks</b>					
Personnel	In-kind	In-kind	In-kind	In-kind	\$0
Fringe Benefits	\$0	\$0	\$0	\$0	\$0
Travel	\$1,850	\$0	\$0	\$0	\$1,850
Equipment	\$0	\$0	\$0	\$0	\$0



<b>Supplies</b>	\$300	\$300	\$250	\$300	<b>\$1,150</b>
<b>Contractual</b>	\$3,000	\$8,000	\$60,000	\$25,000	<b>\$96,000</b>
<b>Other: Meeting Expenses</b>	\$0	\$500	\$0	\$500	<b>\$1,000</b>
<b>SUBTOTAL</b>	<b>\$5,150</b>	<b>\$8,800</b>	<b>\$60,250</b>	<b>\$25,800</b>	<b>\$100,000</b>
<b>TOTAL</b>	<b>\$10,300</b>	<b>\$17,600</b>	<b>\$205,500</b>	<b>\$66,600</b>	<b>\$300,000</b>

iii. **Ability to Leverage:** Norfolk is leveraging over \$414.7 million in resources from public, non-profit, academic, and private sources for these targeted areas, if the envisioned development and resilience infrastructure can be catalyzed by \$300,000 in critical assessment and reuse planning support. This includes the following:

- **City of Norfolk** is donating \$37,600 in professional staff time by its project manager, has already spent \$585,754.50 on assessments in East Downtown in the past decade, and has acquired assessed properties valued at \$26.3 million. Norfolk has also leveraged more than \$3 million thus far in grant and local match funding for the community-wide Elizabeth River Trail & Greenway to traverse the targeted areas and key community assets.
- **EPA Region 3** provided \$100,000 in Targeted Brownfields Assistance through the Making a Visible Difference to Communities pilot for initial assessments at Harbor Park that resulted in the September 2016 Weston Report, grant writing trainings, and an EPA co-sponsored forum.
- **Virginia DEQ** has committed \$50,000 for environmental assessment activities at Harbor Park;
- The **Commonwealth of Virginia and U.S. HUD**, collaborating with Norfolk, intend to conduct up to \$282 million in resiliency and revitalization projects in these targeted areas, under the “thRIVE: Resilience In Virginia” plan, with public and private funds. In 2016, Virginia was awarded \$120.5 million (\$115 million (95.4%) in Norfolk specifically for the adjacent Chesterfield Heights and the Coastal Resilience Accelerator) with U.S. HUD’s “Natural Disaster Resilience Competition”.
- Norfolk has leveraged the **\$250,000 HUD Choice Neighborhoods grant** awarded in the first round of that program to help transform the distressed St. Paul’s Quadrant public housing into a more resilient, livable, and equitable neighborhood.
- The **Rockefeller Foundation** selected Norfolk as one of the first “**100 Resilient Cities**” in the world, helping Norfolk establish a Resilience Office and fund one of the first Chief Resilience Officers for any U.S. city – critical for the implementation of brownfields projects along the coast.
- **Wetlands Watch** has committed to build on the \$250,000 in community resiliency work already provided in these target areas.
- The **Green Infrastructure Center** has pledged \$20,000 in professional staff services for brownfields, green infrastructure, and GIS mapping assistance.
- The **Elizabeth River Project** will provide professional staff time for shoreline restoration and resilience planning in the targeted brownfields areas.
- **Old Dominion University** will provide technical assistance, faculty involvement, and student-based assistance to sustainability and resiliency efforts, including through the establishment of the **Coastal Resilience Laboratory & Accelerator Center** in the Fort Norfolk target area.
- Norfolk worked with the Urban Land Institute and a team of top development experts to create a **ULI Technical Assistance Project** report on how to revitalize the Fort Norfolk area into a resilient, transit-oriented development destination. Since the report’s release, Norfolk approved a 27-story mixed-use project (Norfolk’s largest building ever) and is working with the private sector on another mixed-use project with 482 housing units and a marina slated for brownfields target areas.

### **3. COMMUNITY ENGAGEMENT AND PARTNERSHIPS**

#### **a. Engaging the Community**

- i. **Community Involvement Plan:** Norfolk has conducted its revitalization and resilience activities in the targeted areas through a robust community-driven process, which will be furthered with EPA Brownfields support. Community engagement is ongoing for these areas and projects include: plaNorfolk 2030, which engaged 125 citizens in six open forums; close cooperation with



neighborhood grassroots organizations; convening an Urban Land Institute process with community engagement to create a vision and gameplan for the Fort Norfolk neighborhood; and a comprehensive engagement process for the HUD Choice Neighborhood transformation plan in the St. Paul Quadrant. The process of organizing and engaging the community for Norfolk's resilience planning has been even more thorough, convening 90+ stakeholder organizations through several public meetings and web-based strategies to conduct the 100 Resilient Cities plan and the thRIVE resiliency project. This process will be amplified for brownfields. Norfolk has already formed the NBTF, which includes many of the 90 groups already engaged in these target areas and will be expanded with citizen, neighborhood association, public, non-profit, and private sector representatives, including site owners, prospective purchasers, development parties. These groups will be asked to have representatives on the NBTF and to share information and communications to their constituencies. Their letters of support for this proposal demonstrate that they are ready to engage. After this project is organized and consultants are ready, the NBTF will host two community meetings in the middle of Year 1, preceding and informing site selection, two additional events at the end of Year 2 to prepare for the cleanup and reuse planning, and a final public meeting at the conclusion of the project to review accomplishments and convey additional steps for the assessed sites. Engagement activities will occur at convenient times, be centrally located, and provide childcare to maximize and encourage public involvement.

- ii. **Communicating Progress:** Throughout the project, Norfolk will communicate regularly through neighborhood forums, church groups, newsletter mailings, websites, and social media. Meetings and other key events will be shown on NorfolkTV-48 and streamed online. The City of Norfolk's Bureau of Community Enrichment, the established Community e-Library and Online Civic League tool (<http://www.norfolk.gov/index.aspx?NID=31>), and well-established civic associations will be primary sources of information for the community. The City will also create a Facebook page to share the latest news and upcoming events. Concise summaries of the targeted sites will identify brownfields work conducted and next steps. Outreach materials will be made available in English and Spanish, and sign-language interpreters will attend events and forums as needed. In addition, the City's website will include a mapping tool so citizens can easily locate brownfields and submit photographs of sites. Norfolk has used these communications methods with previous success.

**b. Partnerships with Government Agencies**

- i. **Local/State/Tribal Environmental Authority:** The Norfolk Community-Wide Assessment project will be managed by the Office of the City Manager and Deputy City Manager's Environmental Protection Programs. The Environmental Protection Manager will convene a collaborative municipal team that includes the Office of Resiliency, the Department of Public Works, Norfolk Redevelopment & Housing Authority, and the Office of Intergovernmental Relations. This team will use their expertise to manage and implement thorough brownfields assessments, outreach, and reuse planning. The City will coordinate with the VDEQ's Office of Brownfields & Voluntary Remediation, whose staff are well aware of Norfolk's targeted brownfield revitalization projects, supportive of the EPA assessment process, and already invested with a recent \$50,000 grant for initial site investigation. Norfolk expects VDEQ to be an active member of the Brownfields Task Force, a guide on entry and participation of sites, and a provider of technical assistance and additional potential funding.
- ii. **Other Governmental Partnerships:** Norfolk is actively engaged with regional, state, and federal governmental agencies to support the revitalization and resilience of the core neighborhoods targeted, including the Hampton Roads Planning District Commission, which serves the region's local governments on planning, economics, emergency management, housing, transportation, and water resources; a range of state agencies, including VDEQ, the Department of Emergency Management and its Office of Resilience, the Virginia Economic Development Partnership, Housing and Community Development and others; and federal agencies including the HUD Office



of Economic Resilience, Office of Community Planning and Development, and officials handling Natural Disaster Resilience and Choice Neighborhood Initiatives, FEMA, the U.S. Navy and the Department of Defense, and the Federal Transit Administration. Each of these agencies has provided resources, staff, and technical assistance to Norfolk to help revitalize and strengthen resilience in the city, and Norfolk expects continued involvement from these partners.

**c. Partnerships with Community Organizations**

**i. Community Organization Description & Role**

- **Chesterfield Heights Civic League**, the neighborhood group representing the area around Harbor Park and St. Paul's Quadrant, and serves on the NBTF to promote revitalization and sustainability.
- **Downtown Norfolk Civic League**, the neighborhood association for the areas that encompass East Downtown/Harbor Park, the St. Paul's Quadrant, and Fort Norfolk brownfield projects. DNCL been involved in the NBTF and resilience planning underway in this area.
- **Downtown Norfolk Council**, a local civic and business group committed to this brownfield project and community development by serving on the NBTF and convening stakeholder groups.
- **Elizabeth River Project**, a non-profit working to restore the Elizabeth River through government, business, and community partnerships. ERP is closely involved brownfields planning at East Downtown/Harbor Park and serves on the NBTF. The group is helping lead the effort to create the Elizabeth River Trail & Greenway, and is highly interested in building its new headquarters at Harbor Park, if environmental issues can be resolved.
- **Ghent Neighborhood League**, a local civic group committed to brownfields and community revitalization in the Fort Norfolk area by serving as a member of the NBTF.
- **Greater Norfolk Corporation** is a 90-member organization of CEOs and senior business executives with members serving on the NBTF to promote robust, resilient growth in Norfolk.
- **The Green Infrastructure Center** is a non-profit based in Charlottesville, VA specializing in green infrastructure planning, GIS mapping, and deployment. The center serves on the NBTF and has offered \$20,000 in professional technical services for Norfolk's brownfields efforts.
- **Hampton Roads Chamber of Commerce** is the premier business organization representing the region and serves on the NBTF to support sustainable development approaches at brownfield sites.
- **LaFayette Wetlands Partnership** seeks to protect and restore wetlands in the Norfolk community and supports the climate-smart brownfields initiatives planned here while serving on the NBTF.
- **Norfolk Environmental Commission** is a community-based environmental education group that has pledged to help Norfolk promote sustainability and serves on the NBTF.
- **Norfolk Redevelopment and Housing Authority** is the largest redevelopment and housing authority in Virginia and a leader in real estate development. With a \$100 million annual budget, NRHA plays a central role in affordable housing revitalization and actively serves on the NBTF.
- **Old Dominion University, Sustainable Development Institute** is involved in Norfolk's resilience efforts, pledging to lend faculty, staff, and educational tools while serving on the NBTF.
- **Wetlands Watch** is a community organization dedicated to protecting the Elizabeth River and Norfolk ecosystem and serves on the NBTF. It has already devoted much effort and money to the resilient restoration of the target areas and has provided its expertise and network in support.

**ii. Letters of Commitment – See enclosed letters of commitment.**

- d. Partnerships with Workforce Development Programs:** The assessment will prioritize sites that present redevelopment opportunities for local jobs in an area stressed by unemployment at nearly four times the national level. The City will encourage its contractors and developers to recruit and hire low-income residents from the impacted neighborhoods. Using Norfolk's IMPLAN Version 3.0 tools, the benefits estimated from the revitalization and resilience under the HUD-supported resilience projects are the creation of 2,550 jobs, \$141 million in labor income, and \$199 million in industry output. Additional jobs are expected with the construction, maintenance, and operation of the Elizabeth River Project's new headquarters, the Elizabeth River Trail & Greenway, the



renewal of Harbor Park, the business incubator for resilient technology, the Coastal Resilience Laboratory and Accelerator Center, and other private development.

#### **4. PROJECT BENEFITS**

- a. Welfare, Environmental, Public Health Benefits:** Assessment funding is critical to alleviating environmental and health disparities identified previously in Section 1.b. Addressing the brownfield legacy of industrial uses in East Downtown with up to 82.9% poverty will reshape redevelopment opportunities and correct severe, decades-long environmental injustices by reducing blight and contamination. These residents will benefit from expected transit-oriented redevelopment in Harbor Park that will increase regional accessibility, enhancing job opportunities and increasing mobility. Assessments will help Norfolk prepare for cleanup, eliminating direct contact, inhalation, and indoor vapor intrusion and mitigate the hazards of contamination and flood impacts. Climate resilience strategies will guide redevelopment to reduce vulnerability of Norfolk residents to climate-related health hazards including mold, poor temperature regulation in sub-standard housing, and mosquito-borne illnesses. Moreover, assessment resources will position Norfolk to effectively implement biofiltration, constructed wetlands, and other green infrastructure strategies that can better protect the Elizabeth River and Chesapeake Bay watersheds. Consistent with the “Healthy Norfolk” initiative and action plan, the installation of pocket parks, green space, and the planned 0.6 mile, 35-foot wide Elizabeth River Trail & Greenway will encourage walking, biking, exercise, and outdoor recreation, thus reducing the asthma, diabetes, and heart disease. The brownfields project will advance smart growth and sustainable reuse by implementing Norfolk’s “pattern book” planning and zoning approach, which fosters walkable, connected, mixed-use, transit-oriented, and resilient infill redevelopment. In December 2015, the U.S. EPA’s Office of Sustainable Communities kicked off a Smart Growth Building Blocks collaboration with Norfolk on “Green & Complete Streets”, which has been completed and will be applied in the project areas.

Furthermore, the City’s approach to revitalizing brownfields incorporates equitable development practices and meets all six of the Livability Principles:

**Provide more transportation choices:** The priority brownfield sites have a central component of transit-oriented development around key light rail and multi-modal hubs. Likewise, connecting neighborhoods with the Elizabeth River Trail & Greenway and other trails will enhance transportation choice and access for all citizens, particularly those who are most poor and often without a vehicle.

**Promote equitable, affordable housing:** All the residents in Census Tract 48 live in 1,700 units of severely distressed public housing. Using HUD Choice Neighborhoods and other tools, Norfolk is dedicated to replacing problem areas with mixed-income, mixed-use housing that includes a full 1-to-1 replacement of assisted housing. The Harbor’s Edge residential project planned for Fort Norfolk is a 27-story senior living project that includes affordable and accessible living options for the elderly.

**Enhance economic competitiveness:** As indicated in the Urban Land Institute’s redevelopment support, these brownfields projects are not only vital for economic growth, business attraction, job creation, and increased tax revenues – they are fundamental to Norfolk’s sustainable economic future.

**Support existing communities:** Assessments will focus on historic neighborhoods and existing streets, sewer lines, and other critical infrastructure to revitalize established, struggling neighborhoods.

**Coordinate and leverage federal policy and investment:** Norfolk recognizes this as a Region 3 priority and will continue to use Making a Visible Difference and Brownfield Assessment funds to leverage ongoing investments from HUD Choice Neighborhoods/Resilience, EPA Sustainable Communities, FEMA, US Army Corps of Engineers, Department of Defense, DOE Sandia Labs, FTA, and FHWA.

**Value communities and neighborhoods:** This project is fundamentally neighborhood-based, with thorough engagement in Norfolk’s most historic and central neighborhoods. Assessment funding will enable transformative revitalization and bring new life and opportunity to the targeted communities.



**b. Economic and Community Benefits:** If Norfolk does not overcome contamination concerns and become more resilient, it will suffer *up to \$87 billion* in devastating economic and infrastructure harm by 2050 and a loss of 314,000 jobs and \$45 billion in national GDP. With climate-smart brownfield solutions, the upside could potentially be as large as the risks of inaction, with a transformation of the East Downtown area, a renewal of St. Paul's Quadrant, dense transit-oriented development in Fort Norfolk, revitalization of the south riverfront area, and many other benefits. The Benefit-Cost Analysis Norfolk conducted for its HUD Resilience application found that benefits of implementing the revitalization and resilience activities proposed for just the targeted sites (the Newton's Creek Watershed) would outweigh costs by nearly 17 times, with benefits of *up to \$2.8 billion*. Though the project directly supports present-day health and environmental concerns, the project also positions Norfolk as a hub for long-term growth in an emerging field of local and global concern. While Norfolk's drastic population decline by over 73,000 people since 1970 has recently halted, this will reinvigorate the city's tax base and stimulate local investment. The City is embarking on major waterfront projects, including the approved \$100 million "Harbor's Edge" mixed-use senior living community with 27 stories and 118-units and the proposed Tarrant's Bay mixed-use project with 482 residential units, neighborhood scale commercial businesses, and a new marina. In addition to the residential, retail, and mixed-use development planned and approved already, over \$12 million in public and private funding is committed to the new "Coastal Resilience Laboratory & Accelerator Center," a new building and non-profit planned for Fort Norfolk to serve as the nexus for technological and organizational innovation around community revitalization, water management, and port, Navy and other business-related resilience challenges.

#### **5. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**a. Audit Finding:** The City of Norfolk has not been cited for any adverse audit findings from an OMB Circular A-133 audit or any other audit. Norfolk has also never been required to comply with special "high risk" terms or conditions under OMB Circular A-102.

**b. Programmatic Capability:** Norfolk has a long track record of successfully managing community projects and grant-funded initiatives. Key to this effort is the development of a detailed work plan with clear milestones and responsibilities, which will occur at an initial meeting with participation from the Office of the City Manager, the Environmental Protection Manager, the Chief Resilience Officer, and other key staff. Denise Thompson, Norfolk's Environmental Protection Manager, will supervise the project. She has successfully managed federal grants, on-time and on-budget, including a \$2.45 million Energy Efficiency and Conservation Block Grant, and is responsible for Norfolk's environmental protection, brownfields, Making a Visible Difference in Communities, Building Blocks, and other relevant initiatives. Denise will serve as a liaison between Norfolk and EPA Region 3 and be responsible for complying with administrative and reporting requirements of the cooperative agreement. She will also work with the city's outreach professionals to lead community engagement activities and be responsible for hiring and managing consultants. Performance measures will help to track progress, status updates will be incorporated into the City's existing reporting structure, and monthly reports will be provided to the City's Grants Team Leader. In addition, staff will meet regularly with key community-based partners.

Denise will be supported by a capable municipal team including Interim City Manager Douglas Smith (with public and private sector experience across Virginia), Chief Resilience Officer Christine Morris, Director of Norfolk Neighborhood Development James Rogers, Assistant City Engineer Chuck Joyner, Environmental Engineer Justin Shafer, and Public Relations Manager Lori Crouch. Norfolk has assembled this committed team to conduct the EPA Brownfield Assessment project, with a combined history of more than 100 years of remediation and reuse experience. The municipal team and NBTF will be staffed by employees who will collaborate to accomplish project



goals, promptly recruit new staff with previous brownfields experience in the event of turnover, and efficiently assimilate new team members to aid the transition and ensure a robust, effective process. Norfolk also plans to hire top-notch consultants in brownfields revitalization, procured in adherence with local, state, and federal competitive procurement standards to help support community engagement activities, identify strategic sites, conduct assessments, and plan for reuse and resilience. This includes seeking statements of qualifications and price proposals reviewed by the Project Manager and procurement staff. Professionals with previous EPA Brownfields experience will be encouraged to compete. Contractors who submit reasonably priced bona fide bids and are fully responsible and qualified to perform the work will be selected.

- c. **Measuring Environmental Results:** Anticipated Outputs/Outcomes: Norfolk has already identified ways to measure progress, with outputs including bid documents, brownfield assessments and remediation conducted, and number of meetings held each year, and plans established, and outcomes including economic revitalization realized, infrastructure upgrades, attendance of stakeholders at public forums, community partnerships formed, vulnerable populations helped, resilience tools implemented, property acquired, and resources leveraged. For example, Weston Solutions, Inc. recently completed a Phase II Environmental Site Assessment for a portion of the Harbor Park site for a Targeted Brownfields Assessment. This concrete output affirmed that no further corrective action was needed for six parcels, but recommended additional assessment work for 12 parcels, identifying varying concentrations of VOCs, SVOCs, and metals.

- d. **Past Performance and Accomplishments:** *Has Not Received an EPA Brownfields Grant But Has Received Other Federal Assistance Agreements* – The City of Norfolk receives and manages approximately 60 grants annually totaling \$22 million for the last four years.

#### **1. Compliance with Grant Requirements**

- **HUD Choice Neighborhoods Planning Grant (2011):** All 2011 grant funds were expended on time. All grant requirements were satisfied, including the timely filing of quarterly reports, financial status reports, and the closeout report.
- **American Recovery and Reinvestment Act Funds (2009-2013):** Managing \$8.5 million across five different programs, Norfolk satisfied all grant requirements, including timely filing of quarterly reports, financial status reports, and closeout reports.

#### **2. Accomplishments**

- **HUD Choice Neighborhoods Grant (2011):** Norfolk conducted a robust community engagement process for the distressed St. Paul's Quadrant public housing neighborhood, including surveying residents, forming and convening a task force, and hosting community charrettes and other meetings. Norfolk conducted housing, traffic, infrastructure, and market reuse studies to inform a placemaking vision and a detailed implementation plan for revitalization. This has been incorporated into the City's 2030 Master Plan and has resulted in over \$100 million of investment and proposals for mixed-use development consistent with Norfolk's vision and plan.
- **American Recovery and Reinvestment Act Funds (2009-2013):** Department of Justice awards (Byrne Justice Assistance Grant and Community Oriented Policing Services) resulted in the hiring of eight new officers and funding operational support for the gang suppression unit and the hiring of an assistant prosecutor to reduce juvenile caseloads and drug enforcement activities. Community Development Block Grant and Homelessness Prevention and Rapid Re-Housing Program funding provided stabilization services to 754 persons through programs supporting families and individuals who were homeless or are at risk for homelessness. Energy Efficiency and Conservation Block Grant funding provided energy management software and upgrades to central heating, a regional carbon emissions assessment, and a municipal facilities energy audit.









# City of Norfolk

## Inter Department Correspondence Sheet

TO: Morgan Whayland, Office of Resilience

FROM: Nada N. Kawwass, Deputy City Attorney

COPIES TO:

SUBJECT: Ordinance Grant Acceptance & Appropriation – Brownfield (Our File No. 2017-192029-NNK)

September 20, 2017

Attached hereto please find the above-captioned Ordinance. It is necessary that the following actions be taken:

1. Have the director review and approve content.
2. Forward to Finance to certify the funding.
3. Prepare Council letter.
4. Forward to City Manager to be placed on Council docket.

If you have any questions about this matter, please call me at 664-4279.



Nada N. Kawwass  
Deputy City Attorney

NNK:lds  
Enclosures



